

Secondary Education Review Project

A Discussion Paper

May 1981



I Introduction

Purpose and Background

Early in 1980 the Minister of Education announced a complete review of Ontario's secondary school system, to consider three basic questions to which clear and firm answers must be sought: What do we want from our secondary schools? Why do we want it? How are we going to do it?

This Paper is being distributed to homes and schools throughout Ontario to inform parents, students, teachers, trustees, and other taxpayers about the changes of direction suggested. Its recommendations are meant to serve as a springboard for further debate. Some of them are very specific while others are more general. After everyone has had an opportunity to react to them, the Project will consider the opinions expressed, then decide on the specific actions it will recommend to the Minister of Education.

Many people are concerned about certain aspects of today's secondary school system. Foremost among these are discipline, the school's effectiveness in teaching basic literacy and number skills, and the apparent gap between the school and the world of work.

Recently, however, a nationwide Gallup Poll revealed that of the Ontario respondents who offered an opinion, almost 60 per cent believed that the education their children were receiving was as good as or better than the education they had received.

Much of the criticism of Ontario high schools stems from public concern about high youth unemployment at a time when employers complain that they cannot find enough skilled labourers. Figures supplied by Statistics Canada indicate that among the 15-to-19 year age group in Ontario, the average unemployment rate was 14.1 per cent in 1975 and 15.9 per cent in 1980. (The comparable figures for Canada as a whole for these years are 15.0 and 16.3 per cent).

Among the public, the view is sometimes held that this unsatisfactory youth employment picture results from the schools' concentrating too much on preparing students for college and university admission, and too little on emphasizing the skills that will prepare students adequately for the job market.

Although the individualized or credit system introduced ten years ago has been tightened up with the introduction of compulsory subjects, many people are still unhappy with it. While it permits a closer matching of programs with individual needs, the high degree of choice means students take a wide variety of courses. As a result, the common educational experience that many people expect a school to provide

has been slipping away, along with the common evaluation processes that satisfy parents' needs to know where their children stand.

Students now stay in school longer, partly as a result of the wider choice of subjects.

In 1979, seven out of ten students who had begun Grade 9 three years earlier were enrolled in Grade 12,

whereas in 1955 only about four of ten who entered Grade 9 re-

mained in school until Grade 12.

Despite this improvement in re-

ten-tion, many people feel that the

number completing diploma pro-

grams should be higher than it is.

Presently, about 55 per cent of

students who enter high school

earn a Secondary School Gradua-

tion Diploma (Grade 12) and

about 20 per cent obtain the

Secondary School Honour Gradua-

tion Diploma (Grade 13).

Despite studies that show other-
wise, to many adults, standards of student achievement appear to have dropped, especially in English and mathematics. People feel also that the schools are not doing enough about what they see as a worsening of behaviour, particularly among adolescents.

Many problems experienced by the school are the result of changes in society generally and rapid growth in the system. The past two decades have witnessed a wide variety of social changes in Ontario, such as cultural pluralism, increased family breakdown, significant changes in the role of women, the emergence of the "drug culture", and increasing confusion in the realm of values.

At the same time, Ontario is experiencing economic changes that are reducing the number of jobs available in traditional work-
places. The shifts in Canada's economy are increasing the movement of Canadians from province to province and creating difficulties for transferring students.

The past quarter century has seen a tremendous growth in the provincial secondary school system. In 1955, Ontario had 375 high schools and about 175 000 students. In 1979, there were 633 secondary schools with a total enrolment of just over 600 000.

This growth trend has of course now been reversed. Enrolment

decline began to hit the high schools in 1977 and 1978, and will continue throughout this decade. Between 1980 and 1989, the Ministry of Education estimates that secondary school enrolment in Ontario will drop by one-fifth, losing some 130 000 students over that period.

If all this were not enough,

parents are worried by the speed of change — in social customs and values, in attitudes, in technology, and in the job market. How well, they wonder, is today's secondary school preparing their sons and daughters to deal with this changing and ever more complex world?

Review of Changes in Secondary Schools since 1960

During the last fifteen years several steps have been taken to help schools adapt to contemporary society. Two of the most important developments occurred in 1967. The first was the establishment of a system of colleges of applied arts and technology. These "community colleges", open to students with Secondary School Graduation Diplomas, offered practical courses that reflected the occupational patterns of their particular regions. In the same year, the Ministry abolished the centrally set and marked Grade 13 departmental examinations. From then on, each secondary school was responsible for assigning marks to its own graduating students.

The Hall-Dennis report of 1968, with its call for greater personal freedom, helped pave the way for the introduction of the individualized or credit system into secondary schools over the next three or four years. At first, this system allowed students a very free choice of subjects. Each subject counted as a "credit", and the acquiring of a certain number of credits earned

a student a graduation diploma. At the same time, teachers and school administrators were given more freedom to design school programs to suit the special needs of their own students. Schools began to experiment with new forms of organization such as semestering in order to provide greater flexibility for their students.

During the following years, however, public reaction to the degree of freedom permitted led to the introduction of compulsory credits. Although by 1979 the number of compulsory credits had risen from zero to nine, schools continued to recognize individual differences among students by offering courses at different levels of difficulty.

In recent years, increasing emphasis has been placed on using community resources to supplement those of the school. The introduction of the Co-operative Education program, for instance, allows students to obtain credits through courses that include an out-of-school experience, such as work in industry or in social services. The Linkage program per-

mits students planning to enter certain apprenticeships to apply secondary school credits both to the apprenticeship program and toward a school diploma.

In general, the opinions the Project has gathered in the course of its work indicate that public opinion still favours a system that respects each student's individuality. Today's secondary school makes a strong effort to accommodate students with a wide range of abilities. It tries to offer challenging and relevant programs at varying levels of difficulty, so that every student will be encouraged to stay in school and achieve a worthy goal. Now that the secondary school has changed to accommodate differences in its students, it is faced with conflicting demands. It is being asked to continue to offer its students as wide a choice as possible, and still make sure that all of them master a common body of knowledge and skills. Resolving this basic conflict of the needs of the individual and the needs of society is one of the most stubborn challenges facing the schools as they move into the 1980's.

The Project Plan and Activities

The Secondary Education Review Project was established in April 1980 by the Honourable Bette Stephenson, Ontario Minister of Education, to conduct a one-year study of the province's high school system. Duncan Green, Director of Education for the City of Toronto, was appointed chairman of the Project. Mr. Green worked with four committees whose members included educators, students, businessmen, labour officials, and other people representative of the Ontario public. He was assisted in his work by a Secretariat consisting of four Ministry of Education officials.

The Project's mandate was to examine almost every aspect of secondary schools, focussing especially on the credit system, standards and discipline, content and organization of the curriculum, and preparation of students for the world of work.

To provide for public involvement, the Project invited both in-

dividuals and organizations to send in their ideas and proposals. The first submission arrived on the chairman's desk on April 4, 1980 and by April of 1981 an additional 600 had been received.

The submissions ranged from one-page letters to lengthy briefs. They came from numerous associations of teachers, school administrators, trustees, and business people, and from scores of individual parents, teachers, students, and other interested citizens. The Project also sponsored a three-day symposium, held in Toronto during September 1980. Two hundred people from all parts of Ontario were invited to listen to addresses on key issues and to participate in small group discussions.

During the course of the Project, the chairman and other Secretariat members have visited close to fifty secondary schools throughout Ontario, and have spoken with some 115 groups about the work the Project is

doing. The Project has examined current policies and practices in other Canadian provinces and other countries.

Three of the four Project committees — Evaluation, Reaction, and Design — have now finished their work. The fourth, a Steering Committee responsible for overseeing all phases of the Project, will analyze the public response to this Discussion Paper, prepare a recommended blueprint for change, and submit it to the Minister of Education.

If you wish to comment on any of the opinions or proposals presented in this paper, please write by June 30, 1981 to:

Secondary Education Review Project
Ministry of Education
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Queen's Park
Toronto, Ontario
M7A 1L2

II Reshaping Secondary School Education

General Comments

In outlining the role of secondary education and how it can be carried out, the Project has tried to focus on several things.

First, were the needs of students today and the prominent characteristics of their present situation in society.

- They mature biologically about two years earlier than they did 75 years ago.

- They are more concerned than were students ten years ago about the possibility of employment after secondary school and want the school to do more to prepare them for jobs.

- More of them are staying in school longer than was the case in their parents' generation.

- Their friends, peers and the media (especially film, radio, and television) influence their values and behaviour more strongly than they did in the past, and, according to some research, more strongly than do parents and teachers.

- More of them live in homes with one parent or homes where both parents are working.

Second, the Project tried to look twenty years ahead.

- The rate of technological change will continue to accelerate with the result that futures will be far less certain than they used to be. This will affect not only the content of school programs but their method of delivery.

- The role of women in our society has shifted drastically. Their full participation in all aspects of our society will continue to grow over the period under study. Schools must therefore provide similar opportunities for both sexes in the course of their education, and role models to complement and provide examples for that schooling.

- Our economic future, particularly with the increase in energy costs and our society's dependence upon energy, is uncertain. Conservation and environmental issues are therefore increasingly important.

- The future of our province and country is more bound up with that of other provinces and countries than ever before.

- Students must be prepared for a life in which they will undergo retraining or re-education on a continual basis. This kind of continuing education has already begun and is rapidly accelerating.

- As we become an older society, students and young people will become a minority of the population.

Third, the Project constantly addressed the Goals of Education as stated by the Minister, and endeavoured to place them in an order corresponding to the degree to which the school can help students achieve them. The resulting list, printed on page 2, begins with goals for which the school is chiefly responsible, moves on to goals for which the school needs some help from other parts of society, and concludes with goals whose attainment depends more on factors outside the school. The description of the goals in this Paper is slightly condensed from that originally used.

Throughout, the Project was aware of the specific circumstances in which students and

schools find themselves today. Elsewhere in this Paper, reference will be made to declining school populations. Given the size of Ontario and the distribution of its population, schools of relatively small enrolments will be more common in the future. The difficulty of maintaining programs in sparsely populated areas will become more acute. Competition for public funds will increase in the immediate future, and little of these funds can be expected to be spent on capital facilities for secondary education.

Although opinion presented to the Project varied greatly and was often contradictory, there seems to be agreement on several points. Few people were ready to abandon the flexibility that the current credit system allows for response to individual student needs.

Most of the people who wrote to the Project urged that specific decisions about students' futures not be made at too early an age. They seem to feel that age 15 or 16 was early enough to begin preparing students for specific roles. Only one or two submissions made any comment about changing the age for compulsory school attendance. There was also general agreement that the school should put greater emphasis on the development of the basic skills, knowledge and attitudes that would prepare students for employment. Apart from consensus that the traditional subjects of English, Mathematics, Science, History and Geography should be compulsory, few concurred on which other subjects should be compulsory, although a great many specific proposals were made. Considerable emphasis was placed on the need of students to acquire life skills — money management, awareness of the implications of rapid technological change, nutrition, parenting, etc. — either by means of specific courses or by means of more clearly defined units in existing courses.

Values education and improvement of students' self-discipline were frequently proposed. Few specific suggestions were offered about the second, however, and major disagreement exists on how the first should be accomplished.

One thing was generally emphasized: the school should do everything in its power to make it clear that students preparing for direct entry into employment are choosing as valuable and important a future as students preparing for further education.

As they tried to look ahead, the committees of the Project realized that it is easier to construct a general vision for secondary schools for the year 2000, than to provide specific details on how schools will operate in 1985 as they move toward the vision. The leap to the year 2000 is not made in a single bound. Given the size and the diversity of the secondary school system, and the impact that drastic change can have on numbers of individuals and communities, the Project has developed proposals which are intended to lead us sequentially into that future. Their thrust is to consolidate the content of the secondary school curriculum, to develop stronger links with

Grades 7 and 8 of the present Intermediate Division, to create the possibility for greater flexibility in school organization, to encourage alternative ways of providing secondary school pro-

grams, and to respect the integrity of local boards and schools. They are proposals which call for change in an evolutionary rather than a revolutionary manner.

from one program to another. They would be useful for flexible approaches to continuing education, re-entry to the secondary school, and possible sampling of areas of the program before making a long-term commitment in an unknown area.

It is recommended:

4. That the credit be defined on the basis of 30 hours and that all courses which are offered for credit towards a diploma be established in multiples of this 30-hour credit unit.

This means that a typical full-year course of 120 hours would become a 4-credit course. Naturally, courses could be offered with higher or lower credit values. Ninety-hour courses of 3 credits each may become appropriate for semestered schools and night schools. Shorter 60-hour courses, worth 2 credits, might be applicable in such instances as a fitness program, a Guidance course, or a half-year course involving Biological Science with the other half involving Physical Science. One-credit modules, while less frequently used, may be useful for presenting units in life skills or exploratory technology. In general, the intention would be to refrain from dividing all courses up into 30-hour units, but to assign a value of so many credits to each course. The lengths of courses and their corresponding credit values would be determined at the discretion of the principal and staff.

Breadth of Program

Currently, there are four "areas of study" in secondary school programs. Each student must select courses in each area so that some breadth of experience is ensured. The principal of a school classifies the courses into the four areas. However, a subject placed in one area in one school may be placed in a different area in another. This lack of uniformity in the classification of subjects has given rise to some concern, particularly when students move and find that plans based on their first school's classification are thwarted by the second school's classification.

It is recommended:

5. That the current approach to areas of study be discontinued and that all subjects in Grades 9 to 12 be placed in compulsory or elective groups in such a manner as to ensure a measure of breadth in program and also permit opportunities for concentration where desired.

The Goals of Education

The Goals of Education for Ontario consist of helping students to do the following:

1. That the present two graduation diplomas be replaced by a single diploma called the Ontario Secondary School Diploma (OSSD).
2. That the present school program be reorganized so that the OSSD is achievable by the end of Grade 12.
3. Learn the basic knowledge and skills needed to understand and express ideas through words, numbers, and other symbols.
4. Appreciate and profit from an awareness of the various ways people learn.
5. Learn to be resourceful and creative in acquiring new knowledge, managing personal matters, and coping with a changing world.
6. Develop skills and attitudes that will enable them to enjoy their work and be productive on the job.
7. Respect the customs and beliefs of others in their society.
8. Learn to respect their environment and use resources wisely.
9. Accept personal responsibility in their own communities and in the larger society.
10. Appreciate and enjoy the arts.
11. Acquire habits and attitudes that will help them be fit and healthy.
12. Develop a personal set of values that includes respect for the values of others.
13. Appreciate the responsibilities and benefits of family life and the role of the family in our society.

Diploma Requirements

The following diploma requirements are recommended to accommodate the concept of a single diploma, the re-defined credit, and a revised method of ensuring breadth of program.

It is recommended:

6. That the OSSD be granted to students who earn a minimum of 120 credits distributed as follows:

Compulsory credits (40 such credits)

16 credits in English or Français with at least 8 of these in Grade 11 and/or 12 courses; 8 credits in Mathematics; 4 credits in Science; 12 credits in Geography, History, and related Social Sciences with at least 4 of these in Grade 11 and/or 12 courses;

and

Elective credits (80 such credits)

an additional 80 credits selected by the student from available courses provided the 80 credits include at least 10 credits from each of the following groups:

Group A

Arts, Physical and Health Education;

Group B

Languages, Family Studies, Business Studies, Technological Studies.

Notes:

a) The single diploma program for the OSSD would become effective over the period from 1983 to 1988. Various features of the new program would be phased in through a co-ordinated plan.
b) In each secondary school, courses in a first national language would be compulsory to the extent of 16 credits: English in English-language schools and Français in French-language schools (French Language Instructional Units). Courses in the other national language should be generally available and strongly encouraged in all schools.

c) Elective credits may be earned in all subjects, including those named in the compulsory credit list, provided such electives are over and above the compulsory credits. The elective credits allow for concentration in a specialized area of the curriculum.

d) It is intended that the majority of the compulsory credits, with the obvious exceptions assigned to Grade 11 and/or 12 courses, be earned in the first two years of secondary school. However, the application of this ruling would be left to the discretion of the principal of each school.

e) The 12 compulsory credits in Geography, History and related Social Sciences would include some Canadian geography and history. The "related Social Sciences" refers to subjects such as Geography, History, Economics, Man in Society, and Urban Studies.

f) The "arts" elective in Group A would include Art, Visual Arts, Dramatic Arts, Music, and Screen Education.

g) The "languages" elective in Group B would include any language not selected as the student's compulsory first national language.

Transcripts

An adequate record of school achievement is important to the student for personal appraisal and for purposes of employment or entry to post-secondary education. A diploma alone provides no detailed information. Present transcripts are issued by schools

and vary greatly across the province. Such records give different kinds of information and their diversity has hampered clear communication.

It is recommended:

7. That schools be required to keep a record of scholastic achievement for each secondary school student on a common form called the Ontario Student Transcript (OST) and that the transcript shall indicate:

- the names and common codes of all courses successfully completed;
- the credit value of each course;
- the level of difficulty of each course;
- the achievement of the student in each course;
- an area of concentration that has been fulfilled by the student, if applicable.

As an incentive to some students and as useful information for employers in business and industry, it is proposed that the OST recognize two areas of concentration for students who obtain a given number of credits in Business or Technological Studies, whether they earn a diploma or not.

It is recommended:

8. That areas of concentration be recognized on the OST for all students who earn at least 32 credits in either Business Studies or Technological Studies.

A Provincial Certificate

Some students may not earn a diploma, but may be able to complete at least two years of secondary school (corresponding approximately with the age of 16). As an indication of their achievement and as an incentive to complete Grade 10, they might be awarded a provincial certificate. This certificate would be available to all students who meet the requirements stated in the following recommendation:

9. That a form of provincial certificate be granted to students who have earned the following credits:

English or Français	8
Mathematics	8
Science	4
Geography	4
History	4
and an additional	32
Total	60

Curriculum Revision

At present Ministry of Education guidelines are generally issued at three levels: Primary-Junior (Grades K to 6), Intermediate (Grades 7 to 10), and Senior (Grades 11 to 13).

In Grades 1 to 6 as directed in the Ministry's *Education in the Primary and Junior Divisions*, the various subjects are blended into three broad categories identified as Communication, The Arts, and Environmental Studies.

There is then a distinct change in the curriculum structure: from Grade 7 to the end of secondary school, the program is developed from specific subject guidelines such as English, Mathematics, French, Family Studies, History and Music. For curriculum purposes, it appears to be valid to make a "breakpoint" between Grades 6 and 7, rather than between Grades 8 and 9.

The physical location of students need not coincide with the curriculum breakpoint. Such considerations would be left for school boards to evaluate and implement.

The Grade 7 to 12 curriculum should be structured in such a

fashion as to allow students to have an increasing responsibility in the selection of courses available to them.

It is recommended:

10. That revised curriculum guidelines and resource documents conform to the following pattern:

- a) Kindergarten to Grade 6.
- b) Grade 7 to Grade 12.

- School boards would be permitted to determine their own physical structures based on local need and variations in enrolment.
- Schools should assist students in making transitions that involve both a substantial change in program or movement from one school building to another, as in the move from the elementary to the secondary program.

• Roman Catholic Separate School Boards would continue to have jurisdiction over their program up to the end of Grade 10.

- Secondary schools would continue to be free to organize their programs so as to enable their students to meet diploma requirements, to meet local needs for diversity, and to provide maximum flexibility for students entering and re-entering the system.

- This curriculum structure would be established concurrently with the adoption of a single graduation diploma.

The introduction of the OSSD cannot be accommodated without a revision of the present Ministry curriculum guidelines for Grade 7 and beyond. In such a revision, advanced-level courses will contain the material which would enable students to reach the level that is currently reached by the end of Grade 13. This would not necessarily involve new subject matter for advanced-level courses, but would entail a redistribution of the core material and a possible reduction of the optional units. Such a revision cannot be undertaken without an awareness of implications for Grades 4 to 6 and also for post-secondary educational institutions.

General level courses must be thoroughly reviewed and redesigned to suit the needs of the large majority of students who do not wish to proceed to university. Such courses are likely to be applicable to about 70 percent of the students and should be seen by them as relevant and practical and a means of preparation for colleges and many areas of employment.

Basic level courses will require some revision to ensure that they have a practical emphasis in respect of realistic applications in the world of work and the management of life.

These curriculum revisions should be given immediate high priority so that the new program can be phased in during the years 1983 to 1988.

It is recommended:

11. That the present curriculum from Grades 7 to 13 undergo a revision so that the single diploma (the OSSD) is achievable by the end of Grade 12.

12. That minimum time allocations for the various subject areas in Grades 7 and 8 be specified by the Ministry of Education.

13. That the credit system based on a 30-hour credit be applied from Grades 9 to 12.

In secondary schools, there is an increasing concern over interruptions in the regularly scheduled classroom instruction. Many of these are educationally beneficial, but while this may be so, the instructional time available

to students must be judiciously controlled.

It is recommended:

14. That the number of instructional days in a school year, be maintained at no fewer than the present minimum requirement of 185 school days and that this number include no more than 15 days for formal examinations.

Much of the input to the Project has underlined general concern over the large numbers of unassigned periods in many students' timetables. A comparison of the minimum amount of classroom time required for the present and proposed diplomas is given below. It shows that students' timetables would be fairly full throughout the Grade 9 to 12 program.

a) For the SSGD: 27 credits at 110 hours each amounts to almost 3000 hours in Grades 9 to 12.

b) For the SSGD and SSHGD: 33 credits at 110 hours amounts to a little over 3600 hours in Grades 9 to 13.

c) For the OSSD: 120 credits at 30 hours each amounts to 3600 hours in Grades 9 to 12.

Languages

It is desirable for all students in Ontario to reach a level of proficiency in both national languages by the end of secondary school. School boards should be expected to make available adequate opportunities for students to take both national languages.

It is recommended:

15. That school boards provide programs in both national languages at appropriate levels of difficulty from Grade 4 to Grade 12.

Further recommendations related to language studies are as follows:

16. That some recognition be made by a notation on the Ontario Student Transcript in cases where an incoming student has reached a recognized level of proficiency in French and would not therefore take the language over again solely to earn credits.

17. That following the implementation of the new curriculum guideline on French as a Second Language, a review be conducted to monitor the effectiveness of the new program.

18. That schools continually emphasize and strongly support the policy of "Language Across the Curriculum": that they establish clear expectations in respect of the use of language in all subjects; and that they outline to the students the school's policy related to the evaluation of language in each subject area.

19. That, where numbers warrant, the Ministry of Education develop curriculum guidelines for languages other than those presently covered. (English, French, German, Spanish, Italian, Russian, Classical Greek, Latin).

Life Skills

Life skills are those skills, beyond formal language and mathematics, that are required for successful management of one's life in an increasingly complex society. Topics such as nutrition, fitness, human relations, resource management, career planning, parenting, computer literacy, personal law, and social skills are not prescribed for many students. Such elements of life skills must be woven into the curriculum wherever appropriate to meet the diverse needs of different groups of students.

It is recommended:

20. That curriculum guidelines for all subjects, but in particular the compulsory subjects, include the appropriate life skills in the core part of the program.

If important elements of life skills cannot be integrated within the compulsory subjects, it may then be necessary to offer a specific course.

The Social Sciences

The present Grade 7 to 10 courses in Geography and History contain a preponderance of Canadian studies. It is essential that students at the secondary school level obtain not only a Canadian viewpoint but also a grasp of some of the issues that pertain to international concerns and global perspectives.

It is recommended:

21. That the curriculum guidelines in Geography and History for Grades 7 to 10 be reviewed to provide a better balance between Canadian and international content and to ensure that Canadian Geography and History be presented within a global context.

Students entering the secondary school from foreign countries, even if they enter school during the senior years, should be required to take at least one course involving Canadian Geography and one involving Canadian History in order to qualify for the OSSD.

Related recommendations include the following:

22. That the proposed curriculum revision give emphasis to the Canadian identity, through the social sciences and through emphases in other areas such as language, arts and science. The resulting design should reflect the fact that the French-Canadian way of life provides one of a number of avenues by which a Canadian identity can be assumed.

23. That multiculturalism be incorporated in courses such as the social sciences, arts and languages. Some core units, made obligatory in some compulsory subjects, would ensure that an element of multiculturalism is an integral part of every student's program.

24. That education about Native people contribute in a tangible way to the program expectations from Grades 7 to 12 as an integral part of the curriculum so that students will learn about Native lifestyles in both their historical and present-day context.

25. That in appropriate curriculum guidelines, students be introduced to some of the elements of the economics of Canada and other countries; such elements would include features such as free enterprise, union and management perspectives, and the impact of organized labour on society.

External credit courses

At present, the only example of external credit courses are certain music courses offered by conservatories of music. These are designed, administered, and evaluated without the direct involvement of the Ministry of Education or secondary schools, but are approved for diploma purposes. Pressure has been exerted for many years by other groups involved with education in areas such as athletics, ballet, popular music, speech arts, and 4-H clubs (agriculture) for the right to grant external credits toward a Ministry of Education diploma. After careful consideration, the Project does not support an extension of

the right to grant external credits to groups outside the direct jurisdiction of the school. Further, the Project feels that it is inequitable to grant one group the privilege of awarding external credits while withholding that right from other groups.

It is recommended:

26. That the practice of permitting external credits in Music toward a secondary school graduation diploma be discontinued.

Pre-requisites

Frequently, a pre-requisite course is essential for the successful understanding of a subsequent course.

It is recommended:

27. That pre-requisites be established either by The Ministry of Education through Curriculum guidelines, or by the principal with the approval of a supervisory officer and that an indication of such pre-requisites be communicated clearly to students and parents.

Student Transfers

Many students transfer from one course or program to another within a school or from another school, and consideration must be given to methods which will reduce the difficulties often encountered in such circumstances.

It is recommended:

28. That when a student transfers from one secondary school to another, the receiving principal be granted the right to award credit for work not completed for credit in the sending school but eventually completed in the receiving school.

Across-the-Curriculum

Some features of the curriculum are best treated as components within many subjects, if not all of them. For example, "Language Across the Curriculum", life skills, multiculturalism, education about Native Peoples, and the Canadian identity, have been mentioned in this Paper (see Recommendations 18, 20, 22, 23 and 24).

Some students will take courses in the arts as part of their elective program (see Recommendation 6). However, one of the Goals of Education is to help all students "appreciate and enjoy the arts." This can be accomplished by stressing the influence of the arts as reflected in all subject disciplines, and the importance of the arts both to the individual and to society.

It is recommended:

29. That the role of the arts as interpreters of society be given increased emphasis.

The issue of morals/values education has emerged as a significant concern in the Project. Schools should make a positive and constructive approach to fostering the moral development of students for their own good and the benefit of society. Morals/values education should be woven into the fabric of the entire curriculum.

It is recommended:

30. That the Ministry of Education provide, as soon as possible,

a resource document that would act as a guide to teachers to help them incorporate morals/values education in the curriculum.

It is anticipated that the new technology related to computer systems will have a profound effect across the curriculum.

It is recommended:

31. That the Ministry of Education provide leadership to assist boards, schools, and teachers to make effective use of the new electronic technologies:

- to develop outlines of possible courses that could be introduced at early stages of schooling and continue to enable all students to become reasonably familiar with the impact of information technology on their present and future lives;
- to include, at appropriate places in the secondary school program, information on the new technologies;
- to pursue ways and means by which information technology may be applicable to methods of teaching and learning.

Curriculum Guidelines

A substantial amount of input to the Project relates to the development of the Ministry of Education's curriculum guidelines. The following recommendations are proposed:

32. That all curriculum guidelines contain specific subject content and clear expectations regarding skills, processes, and evaluation procedures that are applicable to each of the levels of difficulty appropriate for each subject.

33. That, recognizing what students learn is of primary importance, curriculum guidelines and teachers should emphasize not only how people learn, but also how essential good attitudes are for learning to take place.

34. That the material contained in each course described in a curriculum guideline be designated as "essential" for all students taking the course or "optional".

35. That the number of curriculum guidelines be consolidated to reduce the overall number; for example, Senior Science may combine Biology, Chemistry and Physics into one document.

36. That the amount of overlap between subjects in the curriculum guidelines be reduced, and that where overlap does occur, there should be cross references to ensure that common content is taught from different perspectives in different courses.

37. That all curriculum guideline committees contain appropriate informed input from groups such as business, industry, labour, universities and colleges, in addition to teachers.

38. That the Ministry ensure that curriculum guidelines are updated at appropriate intervals.

39. That the Ministry allow a reasonable time within which guidelines are to be implemented after distribution, having consulted with textbook publishers and school boards on the amount of time needed, and then ensure that such timelines are adopted across the province.

It is therefore recommended:

40. That the Ministry of Education bring together TV Ontario and the Ministry's Correspondence Education Section to discuss the production of alternative courses, particularly to ensure the maintenance of programs threatened by declining enrolment.

41. That the Ministry of Education permit school boards to enter into formal agreements with the colleges of applied arts and technology and other bodies for the provision of services from one to another.

42. That school boards be encouraged to examine the possi-

co-operation — among schools, among boards, between secondary schools and colleges of applied arts and technology, and between separate and public school boards.

At the present time, The Education Act, 1974 allows school boards to enter into agreements with other school boards with regard to providing programs, but not with other organizations or institutions. This hampers the sharing of facilities that might exist in one institution but not in the other.

As a recent study pointed out, co-operation is particularly essential for small schools and for schools in remote areas if their students are going to have a variety of options available. Co-operation can help spread scarce resources around more evenly and cut out duplication that Ontario can no longer afford. The proposals offered here may involve taking down time-honoured walls. Removal of these barriers to co-operation, however, will mean gains for the students, without whom the education system has no reason to exist.

It is recommended:

43. That training programs leading to employment be operated co-operatively by the Ministry of Education, the Ministry of Colleges and Universities, and other Ministries, in conjunction with appropriate representation from business and industry.

44. That such co-operative action ensure that efficient use is made of existing facilities, and that, where feasible, school boards be encouraged to share facilities, particularly expensive technical facilities, with colleges, industrial plants, and offices.

45. That legislation be introduced which would allow the Minister of Education to appropriate a surplus school building needed by another board or to take other action that may be recommended to obtain the most effective use of available facilities.

46. That schools and school boards be further encouraged to work with municipal governments and local agencies offering education or recreational programs to develop guidelines for facility sharing, these guidelines to include suitable cost-sharing arrangements and methods of avoiding duplication of resources.

Another method of sharing is the actual purchase of programs by one school or agency from another. The concept of "contracting out", however, raises questions related to teacher certification and responsibility for granting the credit. This issue is closely related to the clarification of the roles of the colleges of applied arts and technology and the secondary schools, discussed later in this Paper. At present,

for example, manpower training grants, which support students in certain programs, are directed only to the colleges. In some cases, secondary schools would be able to offer this type of program if they were eligible for the grants. It might also be possible for the colleges and schools to share services.

It is therefore recommended:

47. That existing legislation be amended to permit school boards to enter into formal agreements with the colleges of applied arts and technology and other bodies for the provision of services from one to another.

48. That the Ministry of Education's Correspondence Education Section be permitted to supply school boards with course materials on a cost-recovery basis.

49. That with all alternative learning programs in which students are not regularly assigned to a class, the student be assigned

abilities for co-operative agreements now permitted under The Education Act, 1974.

50. That alternative methods of earning credits be reviewed regularly by schools and school boards to ensure that quality and standards are maintained.

51. That the special and useful role of the alternative schools and programs established by school boards be examined with a view to accommodating a wider variation in parental and student expectations of the secondary schools.

Two other approaches, each aimed at adapting school programs more closely to students' needs and objectives, are what could be termed "school-related packages" and "community-related packages." Both have been tried in Ontario schools on a very limited basis, and the Project committees agreed that they are sufficiently promising to warrant wider consideration. These two approaches are briefly described below.

School-Related Packages

Packages of subjects may present a cohesive plan for students who have a specific goal in mind. Such a package could "build in" relationships among courses that might not be present if the subjects were taught independently. For example, a school-related package could include selected courses in business studies, related English and mathematics courses, computer science, and life skills. A package like this would be intended to lead to employment or post-secondary education. Such packages would be particularly suitable for families of schools.

It is therefore recommended:

52. That, where appropriate, "school-related packages" be designed to accommodate the educational and vocational goals of students in order to provide a practical incentive for them to continue their studies.

Community-Related Package

Schools may find it useful to organize part of their program into a "community-related package," designed to meet the needs of students likely to seek employment in the dominant area of local employment, such as forestry, mining, agriculture, construction, manufacturing, business, and so on.

Compulsory subjects could be included in such a package so that core material is covered and applications relate consistently to the type of employment in mind.

The design, implementation, and evaluation of such packages should involve teachers and employment and labour representatives in order to ensure the program's relevance to both students and community. These packages should take advantage of existing programs such as Co-operative Education, Work Experience, Linkage, and apprenticeships. (All of these are described in the next part of the Paper.)

It is therefore recommended:

53. That the Ministry of Education be prepared to approve on an experimental basis "community-related packages" that may be developed jointly by teachers and community personnel.

A pattern of school attendance termed "recurrent education" is beginning to emerge. Students following this pattern may leave school to work and return either

Methods of Providing Programs

This section takes account of three major influences on schools today — declining enrolments, financial restraints, and changing patterns of employment and skills training. In response to these changes, schools may have to

alter their traditional methods of providing courses.

Traditionally, Ontario boards and schools have preferred to fulfil their obligations to students largely on their own. However, the times now call for increased

because they find they need to upgrade their knowledge and skills or because they have been laid off work or want to train for a different occupation. With today's fast-changing job market, the school should alter its organization so that students may come and go with greater ease and without acquiring the "dropout" label.

It is therefore recommended:

54. That schools offer credit courses which are concentrated and practical in content and designed chiefly to meet the needs

of the workplace. These courses could provide both academic upgrading and training in specific skills, and should be short enough to enable students on leave from jobs to return to work reasonably quickly.

55. That schools recognize that many students will follow a pattern of leaving school for work for a period of time and then return, and that schools therefore develop procedures to enable these students to return to school.

their secondary school years.

Work Experience is another option used by schools to give students a taste of the working world. It generally consists of a student spending up to four weeks on a job related to his or her school training, for example, in a hair-dressing salon or an automobile repair shop. Work Experience should be educational and challenging rather than passive or overly repetitious. Despite some limitations, this technique seems to be worthwhile and often leads directly to a job. Since Work Experience cannot always be arranged, students could be introduced to typical working conditions and experience

tations of employers through people from business, industry, and labour being brought into the school.

It is therefore recommended:

60. That "job preparation" units of study be made part of more courses, and that the Work Experience program continue to be used, with a maximum time limit of four weeks imposed.

61. That through the procedures proposed in Recommendation 56, the resources of the community be drawn on to arrange Work Experience programs and to assist teachers in presenting units of study dealing with job preparation.

The School and the Work-place

Recent surveys of the Ontario public indicate that the task of job training and career preparation ranks very high in priority. Many people feel that the schools are not successful enough in helping students develop the skills and attitudes that will lead to satisfaction and productivity in the world of work. Many employers, for example, have made it clear that they value attitudes such as reliability, communication skills, acceptance of responsibility, and ability to work well with others more highly than specific job-related skills.

As the secondary schools try to prepare students for the workplace, however, they face increasing difficulties. These include uncertainty in employment trends, rapid economic and technological changes, less stability and more specialization in the job market, and the difficulty in identifying the specific job skills graduates will require.

Formal structures to provide links between business and industry and the schools are few. Several submissions to the Project proposed that school boards be required to re-establish the former Advisory Vocational Committees, which would include representatives from business, industry, and labour. The Project committees considered these proposals, but since requests were coming in for the establishment of other committees on a mandatory basis, the Project decided that the emphasis should be placed on the establishment of co-operative mechanisms and that school boards should be encouraged rather than forced to create links with communities. Recommendations are made below which propose an increased use of the existing programs of Co-operative Education, Linkage, and Work Experience.

Co-operative Education is a fairly recent innovation that permits students to fulfill the credit requirements of up to two-thirds of a course or set of courses through related out-of-school experience, either on a job or in a voluntary social service agency, provided that this part of the program is monitored by the school. Placement of students in outside agencies presents problems, and monitoring the out-of-school component needs constant attention from the teacher concerned. Despite these drawbacks, Co-operative Education is a promising method of introducing students to the world of work and ensuring that the content of school programs aimed at training is consistent with current practices in business and industry.

It is therefore recommended:

56. That school boards be required to establish procedures which would ensure the participation of employers and labour representatives in the development

of work-oriented programs. **57. That the in-school component of Co-operative Education programs be not less than one-quarter of a course or set of courses.**

58. That student participation in Co-operative Education be encouraged by providing funds to help school boards acquire resource persons to serve as placement officers in arranging programs with employers.

Two years ago the Linkage program was introduced to encourage more students to enter apprenticeship or other training programs. This program enables students attending high school to count some courses both toward a school diploma and toward qualification in any of nine specified skilled trades (auto mechanic, cook, machinist, etc.). The addition of six more occupations to the program is planned soon. At present, some 25 000 Ontario secondary school students are engaged in the Linkage program. Although Linkage has attracted more students to consider apprenticeship, much more needs to be done to encourage them to take advantage of this route to a skilled trade.

Under normal circumstances, to become apprentices, students must find an employer who will agree to train them. To be eligible for apprenticeship in most trades, the applicant must be at least 16 and have completed Grade 10, although some trades require Grade 12 and even specify the credits that should be taken. Anyone hired as an apprentice signs a contract with the employer which specifies the conditions for work, hours, wages, and training.

Although in theory apprenticeship provides students with a good opportunity to pursue technical education, in practice it has several limitations. Within industries there is a reluctance on the part of both management and labour to accept students directly from school for apprenticeship programs. Current employees are usually given preference. Regulations of the Workmen's Compensation Board also present some problems. As a result, openings for students to enter apprenticeships are too few, and are often difficult to obtain without a Secondary School Graduation Diploma. In Ontario, apprentices are usually in their early twenties; for students in their middle or late teens, opportunities are scarce.

It is therefore recommended:

59. That the Ministries of Education and Colleges and Universities, with the co-operation of other Ministries and business and industry, devise co-operative training routes, such as Linkage, that will increase opportunities for students to begin apprenticeship earlier in life and complete a large part of the program during

The School and Post-Secondary Institutions

At present, about 14 percent of Ontario students who enter Grade 9 proceed through secondary school to Ontario universities. Almost as many enter the colleges of applied arts and technology, either from Grade 12 or Grade 13 or university. Others enter formal training programs of varying length, offered in the public or private sector, for which a Secondary School Graduation Diploma or Honour Graduation Diploma is a requirement.

Ontario universities require, from Ontario school graduates, a Secondary School Honour Graduation Diploma for admission. Some post-secondary programs may require credits in specific subjects.

The colleges of applied arts and technology, introduced in the late 1960's, were established to provide programs with a practical orientation, often designed to meet employment needs in particular regions of the province. Entrance requirements have always been more flexible than those for the universities, but ordinarily these institutions have required a Secondary School Graduation Diploma for admission.

Whereas there is a distinct perception that the colleges of applied arts and technology were intended to serve students who left secondary school with the Secondary School Graduation Diploma, the popularity and success of their programs has created a situation in which only the best Secondary School Graduation Diploma graduates are able to achieve entrance. In 1970, approximately 90 percent of students registered in the colleges of applied arts and technology were admitted with a Secondary School Graduation Diploma. In 1980, 53 percent were admitted on that basis; 47 percent were admitted with a Secondary School Honour Graduation Diploma or better.

In 1975, The Secondary/Post-Secondary Interface Study was undertaken in response to a number of concerns. The results of the study were not so conclusive as to produce simple answers. However, two quotations from the *Summary Report* (1977) might serve to represent the findings:

"... probably the most striking change in education in Ontario over the past 25 years has been the dramatic increase in the numbers and proportions of young people availing themselves of the right to education in the senior years of secondary school and in post-secondary institutions."

"There is strong evidence that the group of students passing

through the interface between secondary and post-secondary studies is as well-educated and as well-prepared in basic skills as were similar groups in Ontario in the past, and as are comparable groups of students in other countries."

In spite of the above findings, many universities require entrants to take literacy tests and some are in the process of revising admission requirements to include additional factors, such as Honour Graduation credits in a second language, or an increase in the total number of credits.

The inter-relationship between post-secondary admission requirements and secondary schools has always been a close one. Changes in curriculum in the secondary schools can affect admission requirements for post-secondary institutions; changes in admission requirements can affect the secondary school curriculum.

riculum. The level set for Grade 13 and the expectations of the universities exert a "steering effect" on the curriculum of the secondary schools starting with Grade 13 and extending into all the lower grades. For example, the removal of a second language requirement for admission to universities accelerated a trend to declining enrolments in French as a second language.

In recent years, secondary school teachers and university instructors in one or two subject fields have collaborated to produce lists of "enabling knowledge". These have identified the minimum amounts of subject content that the student should presumably know in order to cope with first year university courses in the same subject. While it would seem simple enough to encourage the wider development of such lists in co-operation with the colleges of applied arts and technology as well as with the universities, the diversity of the many post-secondary programs in Ontario and the potential "steering effect" referred to above, suggest caution with such an approach.

As a means to improving the relationship between secondary education and post-secondary institutions, it is recommended:

62. That the Ministries of Education and Colleges and Universities help bring together representatives on both regional and provincial bases, from the secondary and post-secondary levels of education, to clarify the roles of secondary schools and post-secondary institutions with respect to program, and the admission criteria of the post-secondary institutions.

Standards of Student Achievement

During the past decade, there has been a growing public concern about standards of student achievement. The termination of the Grade 13 provincial "departmental" examinations in 1967, by removing a recognizable set of uniform "benchmarks" has led to serious concerns about the comparability of student performance from school to school across the province. Two recent public opinion surveys showed that approximately 45 percent of Ontario citizens would welcome some form of "provincial tests" as at least a supplement to school-based student evaluation in the senior grades.

In spite of the general concern, the surveys show that opinion is divided on the most appropriate way of restoring confidence in standards. Only about 6 percent of all the submissions received by the Project made reference to student evaluation. These few submissions made suggestions that were about evenly divided between provincial approaches and those left to local option.

Earlier in this Paper, several references were made to the individualized nature of secondary education in Ontario. Accompanying the trend towards an individualized program has been a recognition that approaches to the evaluation of student achievement must also be varied. The current policy is summarized in the Ministry's *Circular H.S.1* as follows:

"Procedures for evaluating student progress should be sufficiently varied to meet the requirements of different individual

individuals and groups of students, different courses, the several levels of difficulty, and a variety of learning environments. . . . The most effective form of evaluation is application of the teacher's professional judgement to a wide range of information gathered through observation and assessment."

The development of this policy has evolved from several significant studies in Ontario and an analysis of experience in other jurisdictions. The *Secondary/Post-Secondary Interface Study* released in 1977 found that, although the general perception was that the quality of education had deteriorated, the level of student performance compared favourably with that of students of a decade earlier. However, the study showed the need for the collection, on a regular basis, of the kinds of information that would allow educators to report clearly and confidently on the performance of the educational system.

As well, it found that even the best tests available were inadequate to the task of measuring student performance on all parts of the program content.

Against this background of general concern, conflicting views, limited research "evidence" and the continuing desire for individualized programs, what can be done?

This is what is happening now:

- 1) Curriculum guidelines are being developed to ensure a relatively high degree of uniformity in core program content while, at the same time, providing teachers with discretionary choice in

classroom methods.

2) *Evaluation of Student Achievement* (1976) and other Ministry documents on student evaluation in certain subjects provide teachers and boards with sample evaluation methods in support of the policy stated in *Circular H.S.I.*

3) The Ministry is developing, in co-operation with school boards, the Ontario Assessment Instrument Pool (OAIP). The OAIP will consist of collections of carefully developed test items corresponding to school subjects.

4) Beginning in 1977, the Ministry has conducted annually a series of provincial reviews, on a sample-survey basis, of all school systems. Each year, from four to seven of the provincial reviews have dealt with areas of the curriculum.

5) For several years, the Ministry has made available, for optional use by school boards, a method for the co-operative review and evaluation of local school systems. This process involves both an "internal" and an "external" component in the form of an evaluation team organized by the Ministry. It has recently been proposed by the Ministry that the emphasis in future co-operative review projects be on program evaluation and that the test items from the OAIP be used to assist program evaluation by gathering data on student performance.

6) The Ministry is in the process of establishing a Provincial Advisory Committee on Evaluation Policies and Practices. This committee will have a broadly based representation including the teaching profession, supervisory officials, trustees, parents, post-secondary institutions, business, industry and labour. It will

advise the Minister about evaluation programs, policies and practices, and the concerns of the constituencies represented.

It is recommended:

63. That the Ministry continue its provincial review program and set a minimum objective of reviewing annually at least three subject areas including the appropriate curriculum guidelines for Grades 7 to 12.

64. That the Ministry continue with the development and implementation of the Ontario Assessment Instrument Pool with a view to having test items available for all curriculum guidelines at the various levels of difficulty in English, Français, Mathematics, History, Geography, the Sciences and French as a second language, for Grades 7 to 12.

65. That the Ministry introduce legislation requiring that all school boards undergo a co-operative review process which would include a review of student evaluation methods being used and sample-surveys of student performance, at least once every ten years.

66. That when the OAIP test items referred to in Recommendation 64 are developed, the Ministry use these on a large-scale and sample-survey basis for the purposes of monitoring its programs and policies and reporting to the public.

67. That the Provincial Advisory Committee on Evaluation Policies and Practices, when established, be given the responsibility of monitoring the evaluation practices referred to in Recommendations 63 to 66, as to their effectiveness in achieving the fundamental aim of quality and comparability of student achievement standards.

requested the establishment of a closer link between attendance requirements and the granting of credits. The current policy is stated in the Ministry's *Circular H.S.I.* from which the following are taken:

"Expectations of participation, achievement, and attendance must be realistically related to the objectives of a course and must be clearly identified for all students and their parents."

"Neither lack of attendance nor a predetermined number of absences may be the exclusive cause of failure in a course."

The committees of the Project felt that the current policy should provide an adequate guide for school boards and schools in the development of local statements of attendance expectations which would form a part of any code of behaviour.

Peer group pressure in the secondary school is obvious and inescapable. Schools must find additional ways to turn this pressure to good use. If students see that the principal and staff are doing their best to develop fair and supportive procedures in the school, most of them will respond positively. If their opinions are sought, and more important, taken into account in the establishment of school routines, then the likelihood of student acceptance will be far higher. There will always be a small minority of students who will not obey rules, however fair or democratic the procedure for reaching agreement on them. The school will always have to deal with such students, but they will require support from Ministry and school board policy state-

ments to do so effectively.

It is recommended:

68. That the Ministry of Education, in conjunction with other Ministries and agencies, develop more specific strategies and services to help teachers and principals deal with extremely disruptive behaviour in students.

69. That school boards be required to develop clear policies and techniques regarding behavioural issues such as chronic absenteeism, vandalism, drug abuse, and alcoholism.

70. That all secondary schools enunciate a clear code of student behaviour, developed by a cross-section of parents, students and staff, to foster a sense of self-worth and self-discipline in students. The code must clearly outline realistic, effective consequences for failure to live up to it.

71. That, where possible in Grades 9 and 10, schools give more coherence to classroom organization by grouping students together for sets of classes in the compulsory courses, thereby helping students achieve a greater sense of security and reducing the sense of isolation often felt in large schools.

72. That with the board's approval each school establish a mechanism to assess its needs for extra-curricular activities and involve students and members of the community in this assessment.

73. That secondary schools develop strategies which will allow for student participation in the development of policies and procedures in the school and in the assessment of the effectiveness of school programs and their delivery.

ophy and goals for the total elementary and secondary school program, to be distributed to teachers, students, parents, and members of the public.

76. That a popular version be prepared of the booklet, Secondary School Diploma Requirements, (*Circular H.S.I.* of the Ministry of Education) or its successor, in order to inform the public about diplomas, certificates, transcripts, programs, course prerequisites etc.

77. That guidelines be prepared for the information of school boards and secondary schools regarding reports and documents to be distributed to students, parents, and the general public, and that these guidelines include sample documents that would promote greater clarity and uniformity in school course calendars.

78. That each secondary school be required to have available at the school, accurate descriptions of courses of study so that students and parents can see them on request, and that summaries of courses and grading methods be routinely distributed.

79. That parents and students be made aware of the possible results of choosing programs that: (a) do not seem in keeping with the student's ability, interests, and aptitude; (b) neglect the fact that the program requires knowledge or skills the student has not yet gained, or; (c) present too little challenge.

80. That the Ministry establish a procedure for notifying school boards and schools on a more regular and comprehensive basis of court decisions which have broad application to the education system, and their implications for boards, schools, teachers, and students.

81. That school boards establish close contacts with outside resources and agencies to which schools can turn for help in dealing with issues that demand expert advice, e.g., drug abuse, alcoholism, sex education, and behavioural problems, especially those that render students subject to court action.

82. That, with the approval of boards where required, schools participate more actively in community projects and seek out opportunities for their students to serve the particular needs of the community, as part of Co-operative Education programs or as an extension of extra-curricular activities.

The School and the Community

Probably at no other time has the relationship between the secondary school and the community it serves been more crucial than it is now. As outlined earlier, schools have changed a great deal in the past two decades, and their programs have become more complicated. These changes need to be explained carefully to the public, and the public needs to make a stronger contribution to changes in program and policy. With students having more freedom of choice, parents need to know more in order to offer good advice and thus fulfill their parental role.

The rapidity of change in the kinds of skills required by employers means that schools have to keep in close touch with business and industrial developments. Other societal changes often heavily involve schools with the courts and social service agencies, particularly the Children's Aid Societies. Professional responsibilities in these cases need to be carefully defined.

Despite the efforts of schools to communicate, the public is typically not well informed either about what is happening in secondary schools generally or in the local high school. Few secondary schools have parent-teacher organizations, although most of them set aside a day or two during the year for parents to visit the school and meet the teachers. Examples of other attempts to communicate include public information committees at the board level, school advisory committees, newsletters, and the routine provision of information to local media.

An effective and socially use-

ful means of bringing school and community closer is to offer students opportunities to serve others. Through the involvement of schools in a variety of community projects, students could learn responsibility, serve the needs of people in the community, and develop positive attitudes toward citizenship.

It is recommended:

74. That, when local curriculum committees are established, school boards be encouraged to provide for representation of business, industry, and labour.

75. That a document be prepared that clearly describes the Ministry of Education's philos-

The Secondary School Teacher

Our system of public education places teachers in an uncertain position. They are viewed as professionals but occupy a position similar to that of civil servants. Like doctors and lawyers, teachers subscribe to a code of ethics drawn up by their own association. They are largely responsible for their own professional development, although their initial certification to practice is granted by the Minister of Education. Like civil servants, however, they are employees of publicly funded organizations (school boards) and their salaries and conditions of employment are based on collective agreements between boards and teachers' federations.

This mixture in the teacher's role of elements of both the professional and the civil servant leads to certain problems. One that has emerged as a significant

issue during the Project's investigations is the evaluation of teacher performance. There is public discontent, for example, with the simple use of seniority as the basis for retaining teachers when the number of teaching positions is reduced. Students and parents feel that they are left with too little freedom of choice if they are dissatisfied with teacher performance. The Provincial Advisory Committee on Evaluation Policies and Practices, will regularly advise the Minister on the evaluation of programs, teachers, and students. In making its recommendations on the evaluation of teachers, the Project is assuming that the new Advisory Committee will consider them in the context of its work on all aspects of evaluation.

The Project is also aware that in *Issues and Directions*, published in June 1980, the Ministry

School Atmosphere and Discipline

Few aspects of the secondary school are as crucial to helping students achieve the goals of education as an elusive quality called "school atmosphere". A healthy atmosphere is a product of well-designed programs, enlightened leadership, caring and conscientious teachers, supportive parents, and enthusiastic students. Although by themselves none of these factors can create an atmosphere that makes learning enjoyable, they all can serve as a starting point for its development. The importance of purposeful curricula, committed teachers, and community support is discussed in other sections of this Paper. This section deals with the relationship between school atmosphere and discipline – discipline not so much by "rule and rod" as discipline based on acceptance of responsibility by students, school staffs, and members of the community served by the school.

In surveys conducted in Ontario during each of the past three years, lack of discipline is consistently perceived by the public as the biggest problem facing our schools. People repeatedly say that they want schools to enforce stronger discipline. Yet obedience to authority is being eroded in society generally, usually by forces over which the school has no control. Family breakdown is more common, drugs are easily available, the legal drinking age has been lowered, and the mass media frequently exploit violence. To expect the school alone

to counter these and other trends toward anti-social behaviour is clearly unrealistic; schools are simply not equipped to do so.

Within the school itself, however, steps can and should be taken to offset some negative factors that have emerged in recent years. These factors include large schools with impersonal procedures, individual timetabling and the resultant loss of home-room identity, an increase of "unscheduled" time for students as a result of the credit system, and conflicts stemming from the increased diversity in students' cultural and ethnic backgrounds. Although large schools are able to respond to a student's individuality by offering variety in program, their very size tends to make a student feel like a mere unit in a system.

Extra-curricular activities have been shown to contribute to a positive school atmosphere and increase the school's ability to retain students. Declining enrolment and the consequent loss of teachers are cutting down the range of such activities that can be offered. Staff aptitudes and interests cannot always be matched with those of students in operating an extra-curricular program. All these factors emphasize the need to draw more heavily on community resources, and bring parents and other adults into the school to assist in sports programs and other student activities.

A number of submissions have

proposed discussions with the Ontario Teachers' Federation to plan the creation of a "college of teachers" that would exercise, on behalf of the public interest, rights of admission, certification, discipline, and professional development. At present the Federation is studying the proposal. The results of its study and of any subsequent discussions with the Ministry will of course be highly relevant to the concerns expressed in this section.

The question of evaluation is inseparable from a consideration of the role and responsibilities of the teacher in today's secondary school. The secondary school teacher is expected to keep up with developments in his or her field, and to create or adapt curriculum materials from year to year. In addition, teachers need to renew their methods of instruction and classroom management, and are expected as well to act as caring adults who can offer sound advice to students with vocational or personal problems. Over and above these responsibilities, the teacher is expected, according to The Education Act, 1974, "to inculcate by precept and example" a host of virtues, including respect for religion, regard for truth and justice, loyalty, sobriety, frugality, and so on.

Faced with increased and sometimes overwhelming responsibilities, teachers often experience a sense of futility. They must cope with school populations that have grown more diverse, with a consequent variation in abilities, interests, family support, and cultural background. Their jobs are further complicated by certain changes in school organization, such as the individualization of school programs and the introduction of levels of difficulty in courses. Behaviour problems encountered in the school are often more serious than those of the past, and the support once provided by home and church has been eroded.

In this context, the suggestion that teacher performance be more stringently evaluated arouses deep concerns among teachers. The facts of declining enrolment and teacher layoffs, however, are forcing an examination of the issue. Evaluation is not a simple matter of measuring teacher performance on a convenient checklist, nor is it possible for the principal alone to possess the knowledge of subject matter required to assess the work of teachers in diverse fields. Moreover, the principal's membership in the same federation as the teacher can, on occasion, conflict with his or her role as school manager. Clearly, a fair and accurate assessment has to be based on more than the principal's opinion and take account of judgements made over a reasonable period of time.

The Report of the Commission on Declining School Enrolments in Ontario, issued in 1979, proposed that the Ministry introduce a system of term certification for teachers, valid for five years and renewable on satisfactory evidence of serious professional development activity. The latter would include not only the attainment of further qualifications but also evidence of improving performance on the job. Through summer and night courses, seminars, and workshops, numerous teachers do pursue further study to improve methods and keep abreast of changes in subject fields. Most are motivated

by a desire to do a better job and to progress in their career. Salary incentives and the encouragement of department heads or principals also play a motivational role. Otherwise, there is no compulsion to pursue professional development.

Some people have suggested that a Ministry of Education inspectorate ought to be reinstated. It is the consensus of the Project committees, however, that the sensitive issue of teacher evaluation is more readily dealt with at the school and board level, where principals and supervisory officers have a continuous involvement with teachers and are more aware of unique problems and extenuating circumstances. Although the Minister of Education awards the teaching certificate, it is the board that has the power to hire or to dismiss teachers, and thus should accept responsibility for their evaluation. Small boards may require assistance from the Ministry, particularly in certain subject areas, in carrying out this task.

The changes in teachers' roles and responsibilities described earlier demand that opportunities for professional development be enlarged and improved. Now that fewer new teachers are entering the profession, much stronger emphasis must be placed on in-service education to help those already teaching or supervising in secondary schools. At the same time, the growing complexity that the new teacher will encounter in the job argues for taking a fresh look at pre-service education as well.

Responsibility for offering courses for additional teacher qualifications has been almost fully transferred from the Ministry of Education to the faculties of education. In addition, the teachers' federations conduct extensive programs of professional development, and school boards, particularly the large urban ones, offer a variety of in-service activities. Although teachers have up to twelve professional activity days annually, each one tends to be used for a specific purpose, and many are used for administration, particularly in secondary schools. In any case, they do not provide a teacher with enough time to undertake a substantial learning effort. The need is clear for greater variety, quality, and accessibility in teacher education, both in-service and pre-service.

One function requiring much more attention is the guidance and counselling of students — for choice of school programs, decision about careers, and solution of personal problems. The increased diversity and changing emphases of both school program and job market mean that now, more than ever, students need well-informed guidance and counselling. The guidance and counselling functions may have to be shared more evenly among the school staff rather than left to the specialists alone, partly because of the increased complexity already mentioned and partly because of students' needs for personal counselling.

Finally, the role of school staff members in serving as models of behaviour for students should continue to be recognized as important. Teachers do exercise influence on how students behave and acquire attitudes.

It is recommended:

83. That the Ministry of Education bring together representa-

tives of school boards, teachers' federations, and faculties of education to develop policies on the continuing education of teachers in order to take account of changing priorities and technologies.

84. That school boards, in cooperation with teachers, develop a process for staff performance evaluation based on a five-year cycle and that the boards implement the process. In cases where local supervisory staff is limited, the assistance of Ministry of Education and other personnel may be needed.

85. That to maintain their certification, teachers and principals be required to provide specific and recorded evidence of professional development on an ongoing basis. Such requirements would be expected as well of Ministry personnel, local supervisory officers, and faculty of education staff.

86. That each principal in conjunction with his or her staff develop a set of expectations for the school staff so that all members are aware of their collective responsibility in determining the atmosphere of the schools, sharing the workload, and acting as role models for students.

87. That the Ministry of Education strengthen its inspectorial role in private schools to ensure that all aspects of the school programs are evaluated. The inspectorial role should be complemented by assistance to private schools in the form of consultative services provided on a cost-recovery basis.

88. That pre-service and in-service programs of teacher education stress the need for the development of attitudes that will recognize students' needs to feel a sense of dignity and self-worth and that such programs be designed to help teachers adapt to students of diverse backgrounds.

89. That teacher education courses give added emphasis to the methodologies suitable to different levels of instruction, new computer/communications technology, the process of learning, attitude development, morals/values education, aspects of mental health, and the continuing education of adults.

90. That in view of the need for a more extensive program of pre-service teacher education, the period for such education be expanded from one to two years through the development of an internship program.

91. That the development be encouraged of in-service and pre-service programs to equip all teachers with guidance and counselling skills and thereby broaden the base of guidance and counselling services in the schools.

92. That the role of guidance counsellors from Grades 7 to 12 be clarified in respect to their responsibilities for career counselling and personal counselling, and that means be developed by which career guidance can be given additional emphasis.

The onset of declining enrolment, as noted earlier, has led to reductions in the number of teachers in some schools. As a consequence, matching teacher qualifications and experience to existing courses becomes difficult, and in some instances, courses may be placed in jeopardy, particularly if they are highly technical or specialized. In addition to these problems, there are a few areas in which a general shortage of qualified teachers exists. Special Educa-

tion is one such area.

It is therefore recommended:

93. That the Ministry of Education review the extent of problems in the following three areas, and in consultation with teacher and trustee organizations, develop specific plans for dealing with these areas:

a) teachers being required to

teach subjects for which they are not adequately qualified;

b) specific courses or programs being jeopardized by the absence of qualified teachers on staff in a particular school; and

c) shortages of teachers in specific areas, such as Special Education.

Education and Culture of Franco-Ontarians

Section 265 of The Education Act, 1974 provides that "English or Anglais shall be an obligatory subject of instruction for every pupil of Grades 9 to 12 who is enrolled in a French language school and shall be a required subject for a certificate or diploma issued to such a pupil."

Since it is felt that making English or Anglais compulsory for French-speaking students in secondary schools creates an extra obligation for students who are already involved in French language studies, the Project recommends:

94. That Section 265 of the Education Act, 1974 be repealed.

Within the new diploma requirements secondary students in Ontario's French Language Instructional Units will be required to take French (Français) as an obligatory subject, but English or Anglais should continue to be available in all French language secondary schools in order to enable students to function adequately in a predominantly English-speaking province.

The problem of declining enrolment was also addressed, and it was felt that what is already a serious trend in English language secondary schools could become a real danger in French-speaking ones. In order to offset the ill effects of declining enrolment in French language secondary schools and to protect the increasing number of small schools in the province, two measures are recommended:

95. That the Ministry ensure that school boards have mechanisms

in place to assess the impact on the linguistic and cultural life of a community before closing a French language school or class.

96. That the Ministry maintain the existing regional consultative services teams to give assistance to school boards especially those with small French language instructional units.

The question of the homogeneous French language secondary schools versus mixed secondary schools was also addressed, along with the extent to which a complete range of program in French is offered in mixed secondary schools.

It is recommended:

97. That the current policy established by the Ministry be continued so as to:

a) encourage school boards to re-examine existing mixed schools and to arrange, wherever possible, for the establishment of administratively separate and homogeneous French and English language secondary school entities, unless both linguistic groups in the community formally indicate their desire to retain the existing arrangement;

b) increase the range of courses offered in the minority language; develop appropriate teaching, administrative, and supervisory arrangements; and provide a clearly defined and identifiable physical setting for the learning activities of the minority group, even in cases where it shares school buildings with students of the majority language group.

Grades 9 and 10 of Separate Schools

Until 1978, public funding for separate school students up to the end of Grade 10 had been at the same level as for public elementary students. Since 1978, public funding for separate school boards for the operation of Grades 9 and 10 has been gradually increased, so that in 1981 the increase is 15 percent above the elementary level. However, the amount is still less than that provided for Grades 9 and 10 students in the public secondary schools.

Many submissions to the Project have requested an increase of funding for Grades 9 and 10 of the separate schools. The various committees of the Project considered this question at length.

It is recommended:

Funding Considerations

Throughout their deliberations, the committees of the Project have been aware of current economic constraints and know that there will be severe competition for tax resources, not only between the social services and other services provided by the government, but also among the

social services themselves — education, health, welfare and others. They have also been aware that the significant projected decline in enrolment creates an expectation that educational expenditures can be reduced accordingly. While, to some extent, this expectation can

be realized — for the most part by a slackening demand for physical facilities and a more co-operative use of those which exist — the Project is aware, however, of a number of factors that will prevent as much cost reduction as some might expect. These include the following:

- the need to provide quality programs to students in sparsely populated areas of the province;
- the need to maintain a reasonable level of technical facilities for the development of skills seen

as basic to the skilled trades;

- the need for students to interact with the new technology in such areas as micro computers and word processing;
- the need for a more coherent policy for the professional re-training of teachers to meet changing needs;
- the increased need for Special Education programs in secondary schools;
- the need for developmental funds to provide alternative ways to provide school programs using

the new technologies;

- the need to provide school boards, with small or rapidly shrinking enrolments, with more consultative support;
- the need to provide the kind of retraining programs and continuing education for individuals who require them as employment conditions change;
- the need for boards to acquire resource persons to serve as placement officers for work-related programs.

The Project agrees, in the

main, that Ontario's present General Legislative Grant Plan for education is a sensitive and sophisticated instrument for the equitable distribution of provincial funds to school boards. It is concerned, however, that because the plan is based on enrolments, it may not prove adequate to distribute funds in the future. It is also concerned with the level of funding provided by the province and is inclined to support the recommendation, made by the Commission on Declining School

Enrolments, to the effect that the province bear 60 percent of the costs of education and that taxation of real estate be the source of the other 40 percent.

The Project notes that the Ministry of Education has begun an internal exploration of alternative funding plans which may be more appropriate to future circumstances, and urges the Ministry to take into consideration the needs identified above in that exploration.

III Issues Requiring Further Examination

The following items have been discussed in the course of the Project and appear to be of such importance that they require a more detailed examination by the Ministry of Education and/or other agencies.

Training Places in Industry

Several recommendations in this Discussion Paper have emphasized the need for more opportunities for students to acquire practical training and job skills in a practical setting. For the most part, the recommendations rely on voluntary activity between school boards and business, industry and labour in local areas, and have emphasized an extension of the Linkage, Co-operative Education, and Work Experience programs presently in effect.

A survey on educational leave and training and development carried out by the Federal Department of Labour in 1979 indicated that teenagers were under-represented in industrial training. In both Ontario and in Canada as a whole, teenagers made up less than 0.5 percent of all trainees. This extremely low teenage rate is cause for concern not only in Ontario but in the European Economic Community where it has recently been the subject of study.

During the course of the Project, it was suggested by many individuals and groups that means must be found to provide more training places. Among the proposals made was one that recommended the institution of a grant/levy system. In one form of such a system, employers are required either to provide training places or to contribute to the cost of training by paying a levy. The proceeds from the levy are then used to underwrite the cost of training programs. Different forms of grant/levy systems are currently in operation in the United Kingdom, West Germany, and France, as well as in some of the states in the United States. The Project's attention has been drawn to both the weaknesses and the strengths of such systems. There is some feeling, however, that without a higher degree of government action, training places, particularly for teenagers, will not become available in sufficient numbers in order to address the unemployment problem or the needs of Ontario for skilled manpower in the future.

The Project urges that the Government of Ontario give a high priority to the development of measures to increase the number of training places in business and industry.

French-language Homogeneous School Boards

As explained earlier in this Paper, French language education is provided by law in Ontario. However, several groups have pointed out that the governance of the school boards themselves does not reflect the true composition of the school population, particularly in communities where there is a large francophone population. In many areas of the province, school boards have not, among their membership, a sufficient representation of francophone trustees who can interpret the education needs of the French-speaking population.

The Project suggests that the Government of Ontario explore the possibility of using different structures in different parts of the province to best meet local needs. Three of the structures possible are as follows:

- The formation of French language homogeneous school boards which would be responsible for large numbers of elementary and secondary students and schools which are now governed by several neighbouring boards.
- Guaranteed francophone representation on school boards.
- A review of the present role of the French Language Advisory Committees with a view to increasing their effectiveness in the decision-making process regarding French Language Instructional Units.

Credits for courses in Religious Studies

At present, there is a curriculum guideline on World Religions for Grades 11 and 12. In Grades 9 and 10 of Roman Catholic separate schools, students may earn a maximum of two credits in religious education. Regulations under The Education Act, 1974 authorize school boards to provide instruction in religious education for a period not to exceed one hour a week.

The Project has received submissions:

- requesting the granting of credits in religious education for diploma purposes in the private Roman Catholic schools;
- from a number of francophone groups, that French language secondary schools operated by boards of education be granted the right to offer credit courses in their special educational needs;

- from other organizations, that religious education of a denominational nature be included among the optional subjects to be offered for credit in the secondary schools where numbers warrant.

Funding of Private Schools

The term "private" or "independent" is used to describe those schools which do not receive public funds. As of May 1980, there were 411 such schools in the province, of which 190 offered secondary school programs. It should be noted that, in Ontario, Grades 11 to 13 in Roman Catholic high schools are classified as "private".

Enrolment in secondary school programs in private schools has increased by 63 percent, from 23 860 in 1969 to 38 926 in 1979 while total secondary school enrolment increased by 15 percent from 544 025 to 633 465 over the same period.

Many submissions to the Project have urged the extension of public funding to the senior grades in the Roman Catholic schools on the basis that their school system ought to be "completed"; other submissions have stressed the importance of the role of those parents who seek an educational environment different from that provided by the publicly operated system.

The Project examined the practices in the other provinces of Canada relating to the funding of private school and separate school systems where such have been established.

Except in Ontario, separate school systems are publicly funded at approximately the same rate as the public school system for all grades.

Private schools in the other provinces may receive various forms of public support, ranging from the same textbook and learning materials provision as

the public schools to significant levels of funding on a par with those provided to the public schools.

Discussion in the course of the Project focussed on the following concerns:

- Given the projected decline in school-age population and a continuing restraint on expenditures, the school system at the secondary level would become fragmented and the existing resources would be spread more thinly.
- Recognition and support of private schools would lead to subsequent and natural requests for the provision of physical facilities. These facilities, such as technical shops, would likely duplicate many of those now installed in publicly supported secondary schools but projected to be underutilized in the future.
- Personnel offering guidance and counselling services to Native students should either be Native people or should have both training and experience in working with them.

The Project fully supports these developments.

Interprovincial Relations

A number of submissions to the Project urged that the Ontario Ministry of Education work with other provinces to establish a greater degree of compatibility among the provincial systems of education to serve the needs of an increasing number of students who move from province to province. Some also pointed out that more could be done to foster a sense of Canadian identity through an increased sharing of provincial curricula material.

The Project encourages the Minister of Education to urge a greater degree of co-operation in curriculum policy matters among the provinces through the Council of Ministers of Education, Canada.

tion Process Between Teachers and School Boards, under the chairmanship of Dr. B.C. Matthews, reported to the Minister. This Commission addressed itself to the same issues referred to above. It was active for a period of eight months, received submissions from a wide spectrum of individuals and organizations throughout the province and held public hearings in six provincial regions.

Continuing Education

Elsewhere in this Paper, comments appear and recommendations are made with respect to the student who has left school and wishes to return to school, bridging the gap between school and work-place, and the school's relationships with the community. All of these aspects of secondary education have a relationship with what has traditionally been referred to as continuing education.

In February, 1981, the Ministries of Education/Colleges and Universities released a discussion paper titled *Continuing Education: The Third System* and called for wide validation and comment.

IV Issues Addressed Elsewhere

The following items have been or are being addressed by other activities of the Ministry of Education. It therefore was felt that the Project should not make specific recommendations on the same issues.

Special Education

In December, 1980, Royal Assent was given to Bill 82, An Act to Amend The Education Act, 1974. This Bill will have the effect of making the publicly supported school system legally responsible for the education of all Ontario students regardless of their special educational needs.

The measures contained in Bill 82 are to be fully in effect by September 1985, but in the interval give the Minister regulatory power to ensure that school boards will move steadily toward the full assumption of their new responsibilities.

At present a pilot board planning project, involving 21 school boards, is being co-ordinated by a Special Education Initiating Team.

Within the context of the Project, it was difficult to anticipate all of the implications that Bill 82 will have for secondary schools. These will emerge during the pilot phase. It must be assumed, however, that the identification of exceptional pupils who will receive special education programs will not necessarily be associated with, or limited to, particular levels of difficulty in the secondary school curriculum. To this end, it has been recommended by the Project that the present four levels of difficulty be reduced to three.

Teacher / Board Negotiations

The Project received a significant number of submissions that commented upon and made suggestions for change in the current teacher/board negotiation process. As well, the role of school principals as members of the Ontario Teachers' Federation was questioned.

In June, 1980, the Commission to Review the Collective Negotiations